

Construction and Major Maintenance/General Management Planning

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: General Management Planning

	1999 Enacted To Date	2000 Budget Request	Change From 1999 (+/-)
General Management and Strategic Planning	6,900	7,900	+1,000
Special Resources Studies	825	825	0
Total Requirements \$(000)	7,725	8,725	+1,000

AUTHORIZATION

16 U.S.C. 1, and 1a-5
42 U.S.C. 4321
Public Law 102-154

OVERVIEW

Prepare and maintain up-to-date plans to guide National Park Service actions for the protection, use, development, and management of each park unit; prepare strategic plans to guide the future of the System; and conduct studies of alternatives for the protection of areas that may have potential for addition to the National Park System.

APPLICABLE NATIONAL PARK SERVICE MISSION GOALS

- Ia Natural and cultural resources and associated values are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.
- IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- IIIa Natural and cultural resources are conserved through formal partnership programs.

Activity Description

The General Management Plans activity is divided into two distinct functions:

General Management and Strategic Planning..... 7,900,000

The National Parks and Recreation Act of 1978 directed the NPS to prepare and revise in a timely manner "General Management Plans for the preservation and use of each unit of the National Park System." General management plans (GMP) establish specific goals and objectives, a basic philosophy for management, and strategies for resolving major issues related to park purposes as defined by Congress. General Management Plans are required to include: (1) measures for preservation of the area's resources, (2) indications of the type and general intensity of development including visitor circulation and transportation patterns along with locations, timing, and anticipated costs, (3) information on visitor carrying capacities, and (4) indications of potential modifications to the external boundaries of the unit. General management plans provide the basic guidance for how the park will carry out responsibilities for protection of park resources unimpaired for future generations while providing for appropriate visitor use and enjoyment. The GMP also provides a framework for coordinating interpretive programs, maintenance, facility development, and resource management to promote efficient operations. Priorities for funding general management

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planning projects are determined by an evaluation of issues confronting the parks and statutory requirements for recently authorized additions to the National Park System. In FY 2000, a system based on the choosing by advantages methodology will continue to be used to determine priorities for GMP starts and maintain accountability for completion of projects within estimated budgets.

Plans are prepared by interdisciplinary teams including the park superintendent and staff, landscape architects, community planners, and specialists in natural and cultural resources, environmental design, concessions management, interpretation, public involvement and other fields as needed. Consistent with recommendations by the National Academy of Public Administration, approximately 60 percent of the Service's general management planning work is accomplished by the Denver Service Center, with the balance accomplished by staff in support offices and by contractors. The planning process includes extensive consultation with the public to clearly define park purpose and significance, goals and objectives, identify desired future conditions, and evaluate alternatives.

A final, approved planning document is only one obvious result of the planning process. Even more important is the success in building community support for park mission and goals, coordination with State and local officials and other agencies, cooperation with adjacent land managers and property owners, analysis of environmental consequences and socioeconomic impacts, guidance on appropriate treatments for natural and cultural resources, estimates of costs, and agreement on priorities for implementation. General management plans provide a key tool in determining needs and priorities for repair and rehabilitation of existing facilities as well as for new development or interim measures to address transportation systems, employee housing, and other essential visitor services. They also help assure that potentially adverse impacts of NPS actions on park resources are mitigated, and that the park is considered in the context of its natural or historic setting, giving special attention to how the plan will affect park neighbors as well as how plans for adjacent lands will affect the park. In FY 2000, emphasis will continue to be placed on projects that produce realistic plans that consider fiscal constraints on the Federal Government, promote partnerships to help accomplish results, and support creative solutions to management challenges that do not necessarily depend on construction of new facilities.

Planning for national park units is a continuous process. Plans do not remain static because issues, opportunities and conditions are continually changing. NPS guidelines indicate that general management plans should be designed for a ten to fifteen year timeframe. However, changes in resource conditions, public use patterns, external influences, and legislated boundaries often come more frequently than expected. The rapid rate of change in many areas requires that plans be revised to address current conditions. While plans for some units are viable for more than fifteen years, many others become obsolete in less than five years. As of December 31, 1998, more than 200 parks will be lacking a general management plan or have one that is more than fifteen years old and overdue to be replaced or substantially amended. The GMP program also supports management planning for units of the National Trails System, Wild and Scenic Rivers, and Affiliated areas that are not listed as NPS units but are legislatively required to have management plans.

The National Park Service is continuing efforts to streamline its planning function and improve services to parks and the public. Implementation of a new Director's Order on park planning will improve program productivity with additional funding requested for FY 2000. A portion of the GMP program will continue to provide a variety of planning services to meet needs defined by parks and their partners without necessarily completing all of the steps in a traditional general management plan. Linkages between general management planning and other strategic and operational planning in the National Park Service also will continue to be improved. Planning at various levels of detail will help support the performance management system developed to meet requirements of the Government Performance and Results Act. For the planning program itself, performance measures have been developed that focus on how park managers are using the results of their planning processes and products. Surveys of park managers in previous years found that partnerships, a better informed public, facilities to serve visitors, and broad direction for management were the most important results of management planning. Surveys in FY 1998 indicated that 96 percent of the park managers with current plans found that the plans were useful. Updated information on expected results and satisfaction of park managers and other interested parties will provide guidance for changes in program focus and direction in future years.

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In FY 1998 general management plans for 19 units were completed. Plans for 30 units are tentatively scheduled for completion in FY 1999 anticipating that some delays will still allow meeting our target of 25 completions. Several new starts are expected in FY 2000. New authorizations by Congress during the past three years have required 13 new plans. Proceeding with plans for recently authorized areas will require that work be deferred on plans for other units of the National Park System. Initial Field Office proposals for GMP projects and special resource studies have been reduced in number and in scope to stay within available funds.

Need for FY 2000 Increase:

Since FY 1992 General Management Planning funding has remained at the same level while 23 new units have been added to the System, each with needs for new general management plans. During this same time period, plans previously approved for existing areas have been becoming outdated. By 1999 more than 200 parks are expected to need new or updated GMPs to address dramatic increases in visitation, rapidly changing uses of adjacent lands, impacts on resources, current realistic expectations for availability of staff and funds, and opportunities for a wide variety of operational and other partnerships. Many of the previously approved plans envision a level of new development and staffing that is not likely to be realized in the foreseeable future, so these plans need to be revised.

The time and cost to complete many GMPs reflects factors beyond the immediate control of the Park Service such as the increased demands for extensive consultation with a wide variety of interested individuals and organizations, coordination with State and local governments, Tribal governments, and other Federal agencies. The proposed increase will allow the NPS to meet high priority planning needs in recently authorized units without increasing the number of parks where existing plans are seriously out of date.

The National Park Service also has been directed by the courts to prepare environmental documents on several plans that have been highly controversial such as the Winter Use Plan for Yellowstone and rapid completion of an environmental impact statement on Bison management. These planning and compliance projects directed by the courts are likely to continue, diverting staff and funds away from other NPS priorities for general management planning. Congress also continues to direct the Service to undertake special plans or studies addressing issues such as Native American claims and grazing on lands adjacent to existing park units. The requested increase will help support other projects directed by Congress that do not fit within the normal scope of General Management Planning.

Following is a list of general management planning projects proposed for FY 2000. This list is tentative at this time because some projects could be completed ahead of schedule in FY 1999 while others might be delayed to coordinate with schedules of other agencies, partners, or the public.

GENERAL MANAGEMENT PLANS SCHEDULED FOR COMPLETION IN FY 1999

Big South Fork National River and Recreation Area, Tennessee
Booker T. Washington National Historic Site, Virginia
California-Pony Express Trail, Multi-States
Cane River Creole National Historical Park and Heritage Area, Louisiana
Civil War Defenses of Washington, District of Columbia
Death Valley National Park, California
Fort Stanwix National Monument, New York
Gettysburg National Military Park, Pennsylvania
Glacier National Park, Montana
Great Egg Harbor Scenic and Recreational River, New Jersey
Hampton National Historic Site, Maryland
Isle Royale National Park, Michigan
Lake Roosevelt National Recreation Area, Washington
Lower Saint Croix National Scenic Riverway, Wisconsin

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GENERAL MANAGEMENT PLANS SCHEDULED FOR COMPLETION IN FY 1999 (*continued*)

Lyndon Baines Johnson National Historical Park, Texas
Marsh-Billings-Rockefeller National Historical Park, Vermont
Maurice Scenic and Recreational River, Pennsylvania
Missouri National Recreation River, South Dakota and Nebraska
New Bedford Whaling National Historical Park, Massachusetts
New Orleans Jazz National Historical Park, Louisiana
Nicodemus National Historic Site, Kansas
Oregon Caves National Monument, Oregon
Petersburg National Battlefield, Virginia
Prince William Forest Park, Virginia
Redwood National Park, California
Rock Creek Park, District of Columbia
Sitka National Historical Park, Alaska
Stones River National Battlefield, Tennessee
Whiskeytown National Recreation Area, California
Whitman Mission National Historic Site, Washington

TENTATIVE FY 2000 GENERAL MANAGEMENT PLANNING WORK

ONGOING PROJECTS

Anacostia Park, District of Columbia
Cane River Creole National Historical Park and Heritage Area, Louisiana
Everglades National Park, Florida
Flagstaff Areas, Arizona
Mary McLeod Bethune Council House National Historic Site, District of Columbia
Manassas National Battlefield Park, Virginia
Morristown National Historical Park, New Jersey
Mount Rainier National Park, Washington
Salt River Bay National Historical Park and Ecological Preserve, U.S. Virgin Islands
Santa Monica Mountains National Recreation Area, California
Selma-to-Montgomery National Historic Trail, Alabama
Sequoia-Kings Canyon National Park, California
Valley Forge National Historical Park, Pennsylvania
Voyageurs National Park, Minnesota
Zion National Park, Utah

RECENTLY AUTHORIZED PLANS CONTINUING

Oklahoma City National Memorial, Oklahoma
Selma-to-Montgomery National Historic Trail, Alabama
Tallgrass Prairie National Preserve, Kansas
Vancouver National Historic Reserve, Washington
Washita Battlefield National Historic Site, Oklahoma

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POTENTIAL NEW STARTS

Big Thicket National Preserve, Texas
Blue Ridge Parkway, North Carolina and Virginia
Catoctin Mountain Park, Maryland
Crater Lake National Park, Oregon
Fort Vancouver National Historical Park, Washington
Golden Gate National Recreation Area, California
Kenai Fjords National Park, Alaska
Martin Luther King, Jr., National Historic Site, Georgia
Navajo National Monument, Arizona
New River Gorge National River, West Virginia
Olympic National Park, Washington
Petrified Forest National Park, Arizona
Sagamore Hill National Historic Site, New York
San Juan Island National Historical Park, Washington

Another major component of the Service's multi-year planning function is the strategic planning program which ensures that the NPS and its leadership has a focused systematic approach to developing long-term strategies and the continuous organizational development needed to address changing social, political, economic, and demographic realities. A major new responsibility for this program is ongoing coordination of Servicewide implementation of the Government Performance and Results Act of 1993 (GPRA). In FY 1997, the *National Park Service Strategic Plan* was published which provides extensive organizational support to GPRA implementation through developing a field-oriented process through the National Park Service Field Guide to Performance Management. Three annual performance plans have been produced in conjunction with fiscal year budget request cycles. Work will continue in fiscal year 2000 for Servicewide GPRA and performance management implementation through: (1) coordination of the *National Park Service Strategic Plan* implementation and refinement of goals and performance measures, (2) 2000 review of the 1997 strategic plan and its goals for required revision and preparation and publication of new strategic plan (major costs involved include public meetings, distribution of drafts and final printing and mailing costs), (3) preparation and/or revision of Servicewide Fiscal Year 2000 and 2001 Annual Performance Plans that parallel the budget formulation process, (4) extensive performance data analysis and evaluation, and performance data verification and validation, (5) preparation of Servicewide Annual Performance Report for Fiscal Year 1999, (6) ongoing participation in preparation of Departmental Strategic Plan, and NPS Annual Performance Plans and Reports, (7) ongoing training for performance management and GPRA implementation, (8) extensive support to parks and programs in their implementation of GPRA and Vision 2020, (9) refinement of Servicewide electronic reporting system, and (10) the ongoing refinement of linkages with operations, information systems, budget formulation and financial reporting systems, planning, and personnel.

Special Resource Studies.....\$825,000

As directed by Congress (16 U.S.C. 1a-5), the National Park Service monitors resources that exhibit qualities of national significance and conducts studies to determine if areas have potential for inclusion in the National Park System. Special resource studies collect information about candidate areas to determine if they meet established criteria for significance, suitability, and feasibility as potential additions to the National Park System. These studies also evaluate alternative concepts for protection by others outside of the National Park System. The primary purposes of the study program are to provide information for Congress in evaluating the quality of potential new park units, and to encourage the protection of important resources in ways that will not impose undue pressure on the limited fiscal resources available for existing NPS units.

During the past eight years, the NPS has worked on an average of ten studies each year. Most of these have been in response to directions from Congress in specific authorizations or committee reports. Over the past 20 years only about one in every four or five studies finds that an area is eligible for inclusion in the National Park System. The study

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program has included many projects directed by Congress where the NPS and the community have agreed that existing programs of technical or financial assistance are preferable to the establishment of a new park with long-term management responsibilities and major funding commitments for the NPS. Experience to date has indicated that adequately funded studies help defend the integrity of the park system against expansions into areas that fail to meet established standards, while allowing for a few carefully selected new units that are of outstanding importance to the national heritage.

Public Law 105-391 enacted on November 13, 1998, updated the process for considering new additions to the National Park System. Each new study proposal is required to be forwarded to Congress and specifically authorized. The study program in 2000 will focus primarily on completing projects previously directed by Congress to evaluate important resources and find ways to protect them that do not necessarily involve Federal land acquisition or long-term commitments for management and operations by the NPS. The National Park Service also will develop a new list of areas recommended for study and undertake a comprehensive review of previous studies to identify priorities for potential new additions.

In FY 1999, fourteen special resource study projects were funded: One of these studies had been initiated as a priority identified by the NPS, and thirteen responded to previous directions from Congress. Funds requested in FY 2000 will allow for completion of ongoing projects, a few new starts for studies that have been previously authorized, updates to theme studies directed by Congress, and continued work to update existing criteria for parklands.

Following is a tentative list of special resource study projects for FY 2000. This list may change during the year as additional directions are provided by Congress, on going studies are completed, or changes take place in resource status. Several studies previously authorized are expected to continue in FY 1999 and FY 2000 and some new study authorizations are anticipated.

SPECIAL RESOURCE STUDIES SCHEDULED FOR COMPLETION IN FY 1999

Androscoggin Valley, New Hampshire
Atchafalaya River Basin, Louisiana
Blood Run, Iowa and South Dakota
Calumet Lake, Illinois
Moccasin Bend, Tennessee
New York State Canals, New York
Robert Moton High School, Virginia
Susan B. Anthony Home, New York

PREVIOUSLY AUTHORIZED AND ONGOING STUDIES IN FY 2000

African American Heritage Sites, Multi-State
Champlain Valley, New York and Vermont
Chesapeake Bay Sites, Maryland and Virginia
Ferry Farm, Virginia
Grand Teton Open Space, Wyoming
Japanese American Heritage Sites, Multi-State
Kauai, Maui, Molokai, and Lanai sites, Hawaii
Homestead Battle and Carrie Furnace, Pennsylvania
Ice Age Floods, Washington, Oregon, Idaho, Montana
Northern Frontier, New York
Sand Creek Massacre, Colorado
Saxton McKinley House, Ohio
Shenandoah Valley Battlefields, Virginia

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NEW STARTS SUBJECT TO AUTHORIZATION

The following studies of potentials for inclusion in the National Park System would be initiated subject to authorization by Congress and the availability of funds. This list will be updated early in FY 2000 to reflect further directions from Congress and consultation with States, local governments, landowners, and other agencies.

Brandywine and Paoli Battlefields, Pennsylvania
Civil Rights Trail, Nationwide
Gaviota Coast, California
Kate Mullaney House, New York
Loess Hills, Iowa
Low Country Gullah Culture, South Carolina, Georgia, Florida
Nan Madol, Micronesia
World War II Sites in the Pacific, Micronesia